

[COMMITTEE PRINT]

SUMMARY ANALYSIS
OF
THE PRESIDENT'S PROPOSAL
FOR
REFORM OF FEDERAL STATUTORY
SALARY SYSTEMS
(H.R. 10480)

COMMITTEE ON POST OFFICE AND
CIVIL SERVICE
HOUSE OF REPRESENTATIVES
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SUMMARY ANALYSIS OF THE PRESIDENT'S PROPOSAL FOR REFORM OF FEDERAL STATUTORY SALARY SYSTEMS

(Prepared by the U.S. Civil Service Commission)

INTRODUCTION

One and a half million career employees are paid under Federal statutory pay systems at an annual payroll cost of about \$10 billion. This outline presents the President's proposal for reform of these systems. It presents—

The requisites of a sound Federal salary system and the shortcomings of present statutory systems.

Basic principles, standards, and methods for setting and controlling Federal salaries.

The major features of a proposed bill incorporating a three-phase program for placing reforms in effect.

The functions of a public salary system are to facilitate hiring and retention of a high quality level of Government personnel and to control payroll expenditures, with equity to the employee and the taxpayer.

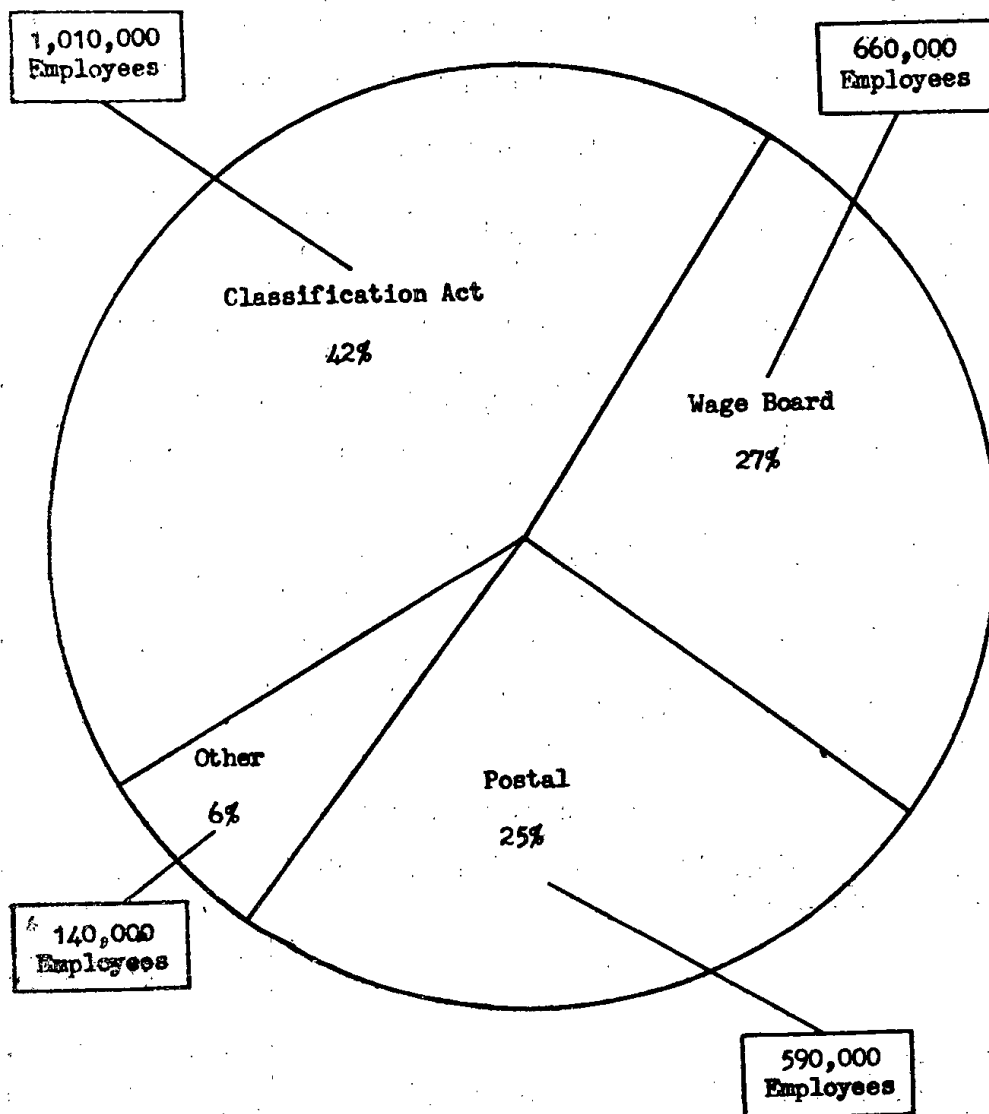
The standard proposed for judging Federal salaries is the "national average" private enterprise level, a conservative quality standard compared to a quality standard common among leading private firms of "better than our competitors."

SCOPE OF PROPOSAL

This proposal would reform civilian pay systems where pay is fixed by Federal statute:

System	Employees covered	Annual payroll
		<i>Billions</i>
Classification Act.....	1,010,000	\$6.3
Postal field service.....	590,000	3.4
Veterans' Administration, Department of Medicine and Surgery.....	22,000	.2
Foreign Service.....	15,000	.15
Total.....	1,637,000	10.05

The proposal is based on principles in accord with those which now govern the wage-board system which covers about 660,000 Federal trades and crafts workers.



DISTRIBUTION OF FULL-TIME FEDERAL EMPLOYEES

BY PAY SYSTEM - 1964

TOTAL 2,400,000

I. APPROACH TO PAY REFORM

REQUISITES OF A FEDERAL PAY SYSTEM

Responsibility to the public—

To pay enough to permit competent staffing, so as not to endanger the national security and the needed public service.

To pay no more than is needed for these objectives.

Equity for the Federal employee—

With other Federal employees.

With his equals throughout the national economy.

Executive discretion—

To adapt pay to the individual and to special needs.

To use pay for motivation.

To initiate general adjustments as required.

PRESENT DEFECTS OF STATUTORY PAY SYSTEMS

Fulfillment of the responsibility for competent staffing is increasingly difficult. Low Federal rates place the Government at a serious disadvantage in recruitment, especially with respect to professional and managerial talent.

Many inequities exist—

Among Federal pay systems, where some supervisors under one system are paid less than their subordinates who are under another system.

Within systems, where pay structures have decayed, leaving inadequate pay distinctions and pay incentives and developing forms of inequity.

Between the Federal employee and his equals throughout the national economy. Only in a few of the lower grades has Federal pay kept pace with average private enterprise pay rates.

Little executive discretion is permitted in pay administration under the Classification Act and postal pay statute.

The executive branch has heretofore not fully exercised either its natural managerial or its statutory responsibility for leadership on pay.

BASIS FOR REFORM

Federal pay reform should be based upon two principles and upon establishment of executive branch machinery for maintaining the principles in effect.

Principles

The comparability principle.—Federal salary rates shall be comparable with private enterprise rates for the same levels of work.

Adoption of this principle assures equity for the Federal employee with his equals throughout the national economy, provides more nearly competitive rates for recruitment, and supplies an objective yardstick for immediate reform and for subsequent adjustments of the level of Federal salaries.

The internal alignment principles.—There shall be equal pay for equal work, and pay distinctions in keeping with work and performance distinctions.

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This principle is already stated in the current Classification Act and other Federal salary statutes. Making it effective fulfills the requisite of equity among Federal employees and constitutes the reform of pay structure and rules.

The establishment of salary schedules should result from the joint application of the two principles.

Executive branch role

To achieve reform and to maintain sound pay systems with proper controls, the executive must assess needs regularly and develop proposals for salary adjustments and for other improvements in salary systems.

THE COMPARABILITY PRINCIPLE

The principle of basing Federal salaries on private enterprise rates is sound.

It provides a logical and factual standard of judgment.

It insures equity and more nearly competitive rates.

It encompasses other legitimate pay factors such as cost of living, standard of living, and productivity as those factors are resolved into the "going rate" over bargaining tables throughout the economy.

The principle has wide acceptance.

The Federal Government first adopted it 100 years ago for navy yard workers, and has since applied it to all Federal workers in trades and crafts, to TVA, and to Government work contractors through the Walsh-Healey and Davis-Bacon Acts.

It is used by corporations, by many State and local governments, and by some other national governments.

It is feasible to apply the principle.

The BLS national survey of professional, administrative, technical, and clerical pay provides annually the requisite data on private enterprise pay.

There are technically valid and established methods for translating the BLS data into Federal salary levels equivalent to those of private industry.

THE INTERNAL ALINEMENT PRINCIPLE

The internal alinement principle is now in force as to equal pay for equal work, but pay distinctions frequently fall short of work and performance distinctions. Federal salary structures require improvement in this respect.

Differences between salary scales at successive grade levels should reflect the position classification or other alinement plan. Under the Classification Act, for example, positions are classified in work zones of uniform size from GS-1 through GS-11 and zones of doubled magnitude from GS-11 through GS-18; salary intervals between grades should follow the same general pattern.

REFORM OF FEDERAL STATUTORY SALARY SYSTEMS

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Within-grade step increases reward and encourage improved performance. Step increases—

Should be of sufficient size to be felt as material incentives.

Should come more rapidly in the first years in a grade, when performance should improve most; and should come less rapidly in later years when the aim is to motivate continued good performance.

Should cover the term of most careers in a given grade.

Policy in use of rates should permit flexibility in their application within pay schedules, including—

Hiring above the entry rate when the individual's qualifications warrant.

Extra step increases for extra competence.

Upward adjustment of salary ranges when necessary to enable the Government to attract and hold well-qualified personnel in shortage occupations and in rare instances of exceptionally high pay areas.

EXECUTIVE ROLE IN PAY

The President's role in pay stems from his responsibility as Chief Executive and under statute:

As Chief Executive he must assess the pay requirements for competent operation of the Government.

He must be concerned with equity for the Government employee who lacks the means available to the private enterprise employee for achieving such equity.

He has been enjoined to action by section 1102 of the Classification Act of 1949.

He must see to the execution of salary legislation enacted by Congress.

EXECUTIVE BRANCH SALARY REVIEWS AND RECOMMENDATIONS

In order to support the President in his responsibilities for initiating salary adjustments and improvements in statutory systems, the executive branch must carry out certain functions:

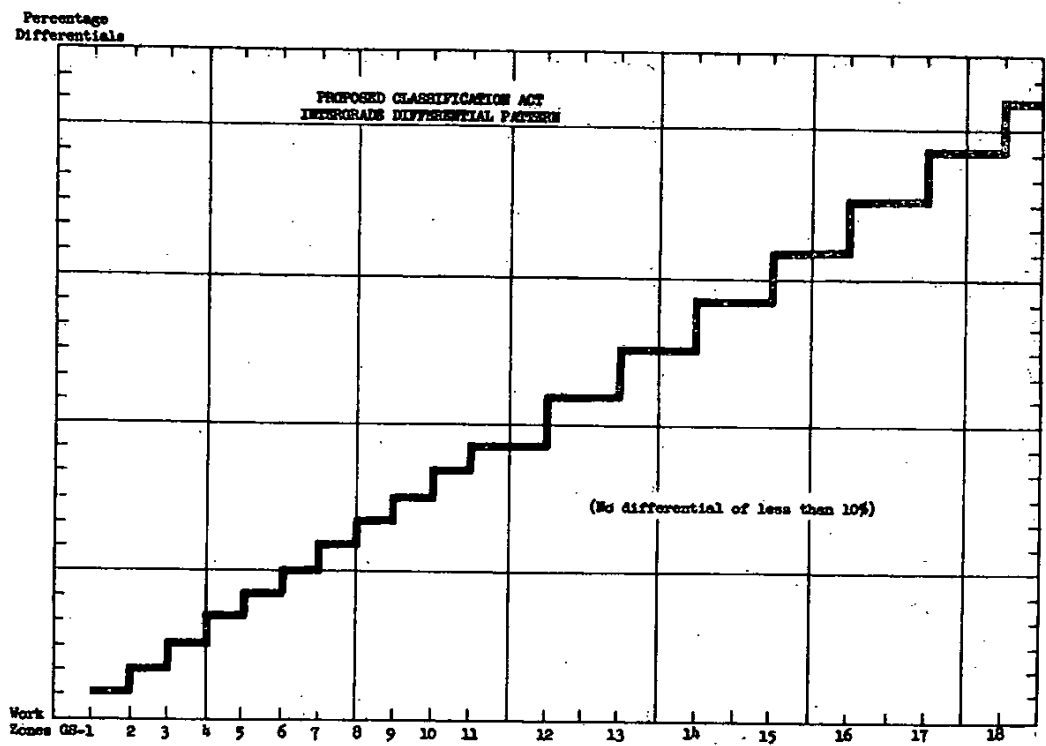
Compare Federal salary levels with salaries in private enterprise as reported each year by the Bureau of Labor Statistics.

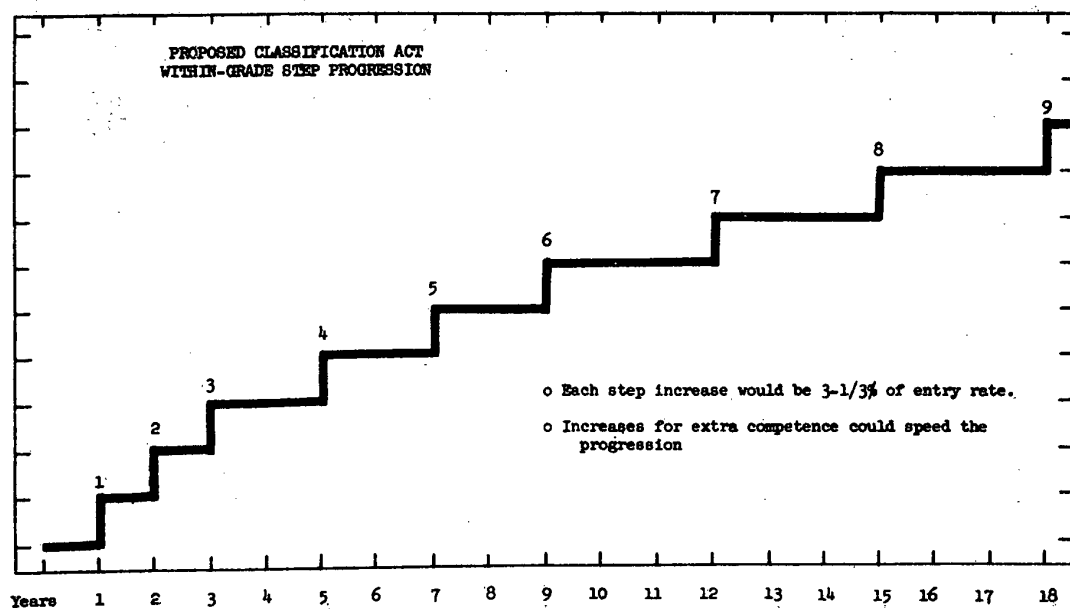
Consider the need for revisions in salary structures and policies in the light of current programs, activities, and problems.

Consult with employee representatives.

Recommend appropriate salary action.

Staff functions in salary matters are now performed as a joint activity of the Civil Service Commission and the Bureau of the Budget as a part of their current staff responsibilities to the President.





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II. SETTING FEDERAL SALARIES AT PRIVATE ENTERPRISE LEVELS

DEVELOPING FEDERAL SALARY SCHEDULES AT PRIVATE ENTERPRISE
LEVELS

There are three major steps in developing a Classification Act salary schedule at levels comparable with salaries in private firms.

BLS surveys private enterprise rates and reports national averages.

A Classification Act pay line is fitted to the grade averages of rates reported by BLS.

A Classification Act pay schedule is constructed upon this pay line.

Salary schedules for other statutory systems are derived by linking key levels of those systems with appropriate Classification Act grades.

BUREAU OF LABOR STATISTICS SURVEY

The BLS surveys annually, as a part of its community wage survey program, salary rates paid in private enterprise for 70 professional, administrative, technical, and clerical jobs.

Jobs surveyed—

Consist of work which is essentially the same in Government and industry.

Occur frequently in both Government and industry.

Are representative of grades GS-1 through GS-15 of the Classification Act.

Salary information is collected in—

Eighty metropolitan areas, selected to be representative of all U.S. metropolitan areas.

All industries which are major employers of the occupations surveyed: Manufacturing, public utilities, wholesale and retail trade, finance, and some service industries.

Establishments with 250 or more employees, selected to be representative of industries and areas:

Clerical and technical data collected from 6,000 establishments.

Professional and administrative data collected from 1,600 establishments.

TRANSLATION OF BLS DATA INTO A CLASSIFICATION ACT PRIVATE
ENTERPRISE EQUIVALENT PAY LINE

National average rates for jobs matching each Classification Act grade were combined into a grade average. Some BLS data was screened out of consideration—

For grades where jobs surveyed were insufficiently representative.

One category which could not be matched with a specific GS grade.

Grade	BLS national average rates combined for each GS grade		Current (1960) Classification Act rates (4th rate)
	Arithmetic average	Weighted (by Federal population) average	
GS-1.....	\$3,119	\$3,119	\$3,500
GS-2.....	3,628	3,567	3,815
GS-3.....	4,093	4,014	4,075
GS-4.....	5,027	4,968	4,355
GS-7.....	6,648	6,745	5,850
GS-9.....	7,776	7,848	6,930
GS-11.....	9,457	9,632	8,340
GS-12.....	11,229	11,350	9,735
GS-13.....	13,152	13,167	11,415
GS-14.....	15,362	15,604	12,990
GS-15.....	19,348	19,343	14,705

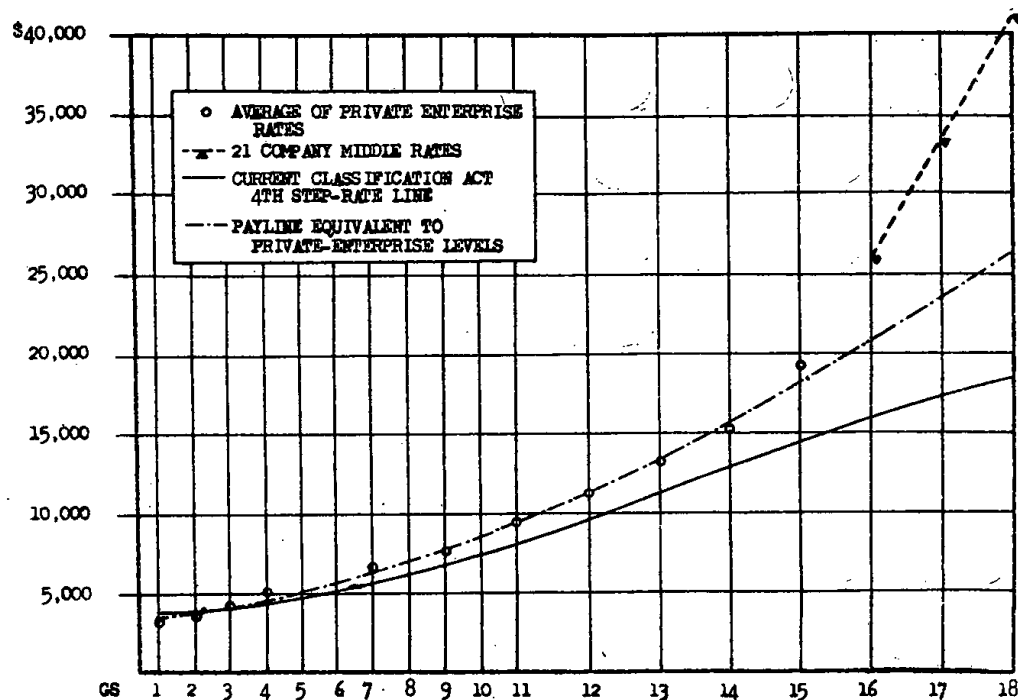
Since the two sets of averages are nearly identical, the arithmetic average is used, because it is simple in concept and application.

A consistent and logical Classification Act pay line is fitted to the arithmetic grade averages.

A line of ideal internal alinement passed too far below the averages at some important recruitment levels and too high above at other grades.

A line of modified internal alinement fitted better.

COMPARABILITY PAY-LINE, CURRENT CLASSIFICATION ACT, AND 21 COMPANIES



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Characteristics of Classification Act private enterprise equivalent pay line

Grade	Grade averages of private enterprise rates	Rates on line of comparability	Intervals between levels of same magnitude	Increase above current 4th rate of grade
			Percent	Percent
GS-1-----	\$3,119	\$3,300		
GS-2-----	3,628	3,705		
GS-3-----	4,093	4,150	25.8	1.8
GS-4-----	5,027	4,635		6.4
GS-5-----		5,170	24.6	6.8
GS-6-----		5,760		8.2
GS-7-----	6,648	6,380	23.4	9.1
GS-8-----		7,065		10.7
GS-9-----	7,776	7,800	22.2	12.6
GS-10-----		8,580		14.6
GS-11-----	9,457	9,435	21.0	13.1
GS-12-----	11,229	11,305	19.8	16.1
GS-13-----	13,152	13,405	18.6	17.4
GS-14-----	15,362	15,735	17.4	21.1
GS-15-----	19,348	18,285	16.2	24.3
GS-16-----		21,030	15.0	31.2
GS-17-----		23,930	13.8	38.2
GS-18-----		26,945	12.6	32.4

There were no nationally representative salary data for grades above GS-15. The rates at these grades were determined by extension of the line on the basis of the internal alinement principle. The upper end of the line thus derived was then tested against the rates found in the 1960 Civil Service Commission study of 21 large companies, and the line was found to run well below rates paid in these companies.

The Commission study had found that the 21 companies' pay rates for a majority of the positions studied at each level fell within these brackets:

Classification Act grade for equivalent responsibilities:	<i>Pay bracket for majority¹ of positions studied in 21 companies</i>
GS-16-----	\$20,000-\$30,000
GS-17-----	27,500- 37,500
GS-18-----	32,500- 45,000

¹ Minority of jobs paid above or below these ranges were about equally distributed between those above and those below.

CLASSIFICATION ACT PRIVATE ENTERPRISE EQUIVALENT SALARY SCHEDULE

The Classification Act salary schedule at levels comparable to salary levels in private firms was constructed by adopting the rates on the private enterprise equivalent pay line as the fourth rates of corresponding Classification Act grades, because—

BLS reports average salaries (including salaries of people with both long and short service in job categories);

Fourth rate of grade best represents similar average rates of Classification Act employees.

The schedule was developed from the fourth rates, using the within-grade structural features of an entry rate and nine increases of 3½ percent each.

EXTENDING PRIVATE ENTERPRISE EQUIVALENT SALARIES TO OTHER
FEDERAL SYSTEMS

The BLS survey furnishes private enterprise salary data for occupations representative of the Classification Act. The special types of positions under other statutory salary systems have few, if any, counterparts in private firms. The principle of Federal salaries comparable to those in private employment was extended to other Federal systems by linking several key levels of each system with equivalent Classification Act grades.

Linkage is based in most cases on an evaluation of duties, responsibilities, and qualification requirements at key levels of other systems and a determination of their appropriate GS grades under the Classification Act. It also takes into account other factors which should affect pay, such as opportunities for advancement, career patterns, and special requirements of the service concerned. All linkages were concurred in by the Bureau of the Budget, the Civil Service Commission, and the department or agency concerned.

For each key level thus linked with a Classification Act grade, the fourth salary rate of the GS grade was adopted as the fourth rate of the linked level; or a GS grade's single rate became the single rate of the related level in the other system.

Salary rates for other levels of the system concerned were developed in accordance with the internal alinement suited to conditions and needs of the specific service.

III. THE PRESIDENT'S LEGISLATIVE PROPOSAL

MAJOR FEATURES OF PROPOSED BILL

The bill would—

Place statutory salary schedules on a basis of comparability with private enterprise salary levels.

Improve the salary structures of statutory systems.

Provide needed flexibility for salary administration.

Bring under the appropriate system a number of positions now paid at special statutory rates.

To avoid undue budgetary and economic impact in any one year, private enterprise equivalent salary levels would be brought about through a three-phase program.

The bill provides three salary schedules for each system, effective in January 1963, January 1964, and January 1965, respectively.

Annual cost increases under the 3-year program and under the first phase effective January 1963, in millions of dollars:

	3-year program	1st phase
Classification Act.....	733.7	307.2
Postal field service.....	267.0	118.3
Veterans' Administration, Department of Medicine and Surgery.....	31.3	12.4
Foreign Service.....	26.5	10.1
Total.....	1,058.5	448.0

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Changes in national salary levels before the second phase and the third phase would be taken into account in the President's annual recommendation to Congress under title I of the bill.

Structural and other reforms would become effective in January 1963.

TITLE I.—POLICY AND IMPLEMENTATION

A statutory controlling policy: Federal salaries would be based clearly on the principles that—

(a) There shall be equal pay for substantially equal work, and pay distinctions shall be maintained in keeping with work and performance distinctions; and

(b) Federal salary rates shall be comparable with private enterprise salary rates for the same levels of work.

Implementation would call for—

Systematic annual review of salaries: The President would be required each year—

To have prepared for him a report comparing Federal salaries with those in private enterprise as shown by annual surveys of the Bureau of Labor Statistics.

After seeking views of employee organizations, to report to Congress this comparison, with any recommendations for revisions in salary schedules, structure, or policy that he deems advisable.

Special rates to meet special needs: To enable the Government to compete for well-qualified personnel under all circumstances, the President or an agency he designates would be able to establish special rates when exceptionally high private enterprise rates in an occupation or a location handicap the Government's recruitment or retention of well-qualified personnel.

The entire rate range of the grade could be increased, an improvement over the present section 803 of the Classification Act which permits raising only the entrance rate.

The new minimum rate could not be any higher than the maximum shown for the grade in the statutory salary schedule.

Policy control by the President over the functions and regulations of the Civil Service Commission and the departments with respect to statutory salary systems.

TITLE II.—CLASSIFICATION ACT REFORM

This title prescribes three salary schedules effective in January 1963, January 1964, and January 1965, respectively. Appendix 1 includes an analysis of the three schedules and a copy of each. Salary increase during the three phase program would—

Be greater at the higher than at the lower grades.

For example, 3.7 percent at minimum of GS-1, 9.1 percent at GS-7 fourth rate, 24 percent at GS-15 fourth rate, and 32 percent at GS-18.

An inescapable feature of the salary reform, as higher grade salaries have been allowed to lag farthest behind national levels.

REFORM OF FEDERAL STATUTORY SALARY SYSTEMS 13

Upper Federal salaries now lag behind those of many State and local governments and universities, as shown in appendix 3.

Provide a minimum increase of \$120 (in first phase, \$40).

Average 11 percent (in first phase, 4.6 percent).

Structural reforms would—

Regularize most of the differences between salaries at successive grades.

As a general pattern, percentage differences between grades would decrease slightly going up the schedule.

Substantial relief for present compression between top and bottom salaries.

Add two new grade levels, GS-19 and GS-20, primarily for high-ranking bureau director and other positions now paid specific statutory salaries under Executive Pay Act or other laws.

Personal action of President, after Civil Service Commission recommendation, necessary for a position to be placed in new grades.

Establish uniform 30-percent salary ranges for all except top five grades.

Entry rate and nine step increases of 3½ percent, sufficient to serve as material incentives.

Current longevity rates would be retained but absorbed within new range for each grade, thus removing unnecessary now-existing restrictions on their use.

Revise existing length-of-service requirements for within-grade increases.

One year for each of first three increases, 2 years each for next three, 3 years each for final three.

Increases most frequent when proficiency on job normally increases most.

Increases would extend over 18 years, covering longest periods Classification Act employees spend in a given grade.

New provisions for improved pay administration would—

Permit merit increases, not oftener than once a year, under Commission regulations—

To reward and encourage high-quality performance.

To match established practice in private enterprise.

Authorize, under Commission regulations, appointing individuals with extra qualifications at salaries above minimums of grades—

To help attract high-quality personnel to Federal service.

To match methods used by private firms.

Authorize, under Commission regulations, raising the rate of a supervisor to any rate of his grade necessary to exceed the rate of a wage-board employee under his supervision.

Some such cases could be expected, even under private enterprise equivalent salary schedules.

Remove numerical limitations on GS-16, GS-17, and GS-18.

Such limitations are inconsistent with principle of equal pay for equal work and pay distinctions in proportion to work distinctions.

Existing special agency authorities would thereby become unnecessary and would accordingly be repealed in this title.

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Assure employees of at least a two step salary increase on promotion.

A provision in H.R. 1010, passed by House of Representatives August 22, 1961.

TITLE III.—REFORM OF POSTAL FIELD SERVICE SALARIES

Title III prescribes three postal field service salary schedules, effective in January 1963, January 1964, and January 1965, respectively. Appendix 2 includes an analysis of the three schedules and a copy of each.

Private enterprise levels were extended to postal field service salaries by linking salaries of—

PFS-20 with GS-17.

PFS-11 with GS-11.

PFS-4 with GS-5: Equating PFS-4 with a grade as high as GS-5 based not on job evaluation but on considerations of unique character of postal occupations at this level, absence of opportunities for promotion, and full career served at this level by many clerks and carriers.

Fourth rates of the three Classification Act grades were adopted as the fourth rates of the corresponding PFS levels. Salaries for other levels were established by applying uniform differentials between successive levels from PFS-1 through PFS-10 and another set of uniform differentials from PFS-11 through PFS-20.

Salary ranges proposed for postal levels follow the proposed Classification Act pattern but are wider at the lower postal levels where, because of the nature of the postal service, many employees spend their entire careers in a single level. Twelve within-grade increases, spread over 27 years and amounting to a 40-percent rate range, would be established for PFS-1 through PFS-6. The new, widened ranges would embrace the former longevity increases as well as the former scheduled rates.

New provisions on pay administration would—

Authorize merit increases in recognition of extra competence.

Permit appointments at salaries above minimums of PFS levels for individuals with extra qualifications.

Guarantee employees at least a two-step salary increase on promotion (three steps if promoted three or more grades).

Postal salary increases under the total three-phase program would:

Be greater at the higher than the lower levels (especially in 1964 and 1965). For example, minimum rate of PFS-1 would rise 8.5 percent, PFS-20 would rise 26.5 percent.

Average 7.9 percent (in first phase, 3.5 percent).

Although the average increase for the Postal Service as a whole is lower than for the Classification Act, nevertheless at the most heavily populated (377,000) postal level, PFS-4, the average increase (7.5 percent) would be greater than at the corresponding Classification Act grade GS-5 (6.6 percent).

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TITLE IV.—REFORM OF SALARIES OF VETERANS' ADMINISTRATION,
MEDICINE AND SURGERY

This title prescribes three sets of salaries for positions of directive staff, physicians, dentists, and nurses in the Department of Medicine and Surgery of the Veterans' Administration, effective in January 1963, January 1964, and January 1965, respectively.

Private enterprise levels were extended to these salaries by linking salaries of—

- Chief medical director with GS-20.
- Physician, director grade with GS-16.
- Physician, associate grade with GS-11.
- Director, nursing service with GS-15.
- Nurse, junior grade with GS-6.

As at present, salary ranges for intermediate medicine and surgery grades would generally follow the Classification Act pattern.

TITLE V.—REFORM OF FOREIGN SERVICE SALARIES

This title contains three sets of schedules for Foreign Service officers and staff, effective in January 1963, January 1964, and January 1965, respectively.

Private enterprise levels were extended to Foreign Service salaries by linking—

- Career ambassador with GS-20.
- FSO-4 with GS-13.
- FSO-8 with GS-7.
- FSS-10 with GS-4.

Intervals between salaries at successive levels would follow regularized patterns. The FSS schedule would adopt the Classification Act 30-percent-rate range pattern. Twenty-percent ranges would fit Foreign Service officer career patterns, because of the promotion system and other factors.

As in other statutory systems, and for the same reasons, salary increases would be greatest at the higher levels.

TITLE VI.—REPEAL OF SPECIFIC STATUTORY SALARIES

Title VI would repeal provisions in the Federal Executive Pay Act or other statutes fixing specific salaries for a number of bureau heads and other positions. The positions concerned would thus be returned to the Classification Act or other appropriate system. Most positions returned to the Classification Act would go into new grades GS-19 and GS-20.

This action would be based on the policy that—

Positions of department secretaries, deputies, and assistants; of agency heads and deputies; and of chairmen and members of commissions and boards are appropriate for inclusion under an Executive Pay Act.

Other positions, including bureau heads, should be paid under career-type salary systems.

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TITLE VII.—SALARIES OF CERTAIN SCIENTIFIC AND PROFESSIONAL
POSITIONS

This title would increase and automatically relate to the Classification Act the salary ranges for specified numbers of positions, mostly scientific or professional, now provided in Public Law 313 and similar statutes. Current ranges are generally \$12,500 to \$19,000.

New provisions would establish a range from the minimum salary of grade GS-16 to the top salary of Grade GS-18 for these positions. The ranges would become—

January 1963: \$16,400 to \$20,315.

January 1964: \$17,970 to \$22,740.

January 1965: \$19,125 to \$24,500.

Thirty positions in NASA which may now be paid up to \$21,000 could be paid up to \$24,500 beginning in January 1963.

Any additional increases in GS-16 to GS-18 Classification Act salary levels would automatically extend to the groups of positions covered by title VII.

IV. CONCLUSION

The proposal which has been outlined would—

Establish a "governor" policy or standard which objectively controls the level of Federal salaries and automatically sets adjustments in motion when needed.

Move systematically toward placing Federal statutory salaries at levels comparable with salary levels in private enterprise.

Establish equitable relationships among Federal salary systems.

Permit better use of pay rates for recruitment and motivation.

APPENDIXES

APPENDIX 1. CLASSIFICATION ACT

Analysis of 3-phase salary reform plan for Classification Act (based on Bureau of Labor Statistics data, 1961)

Grade	Number of employees	Current schedule		January 1963				January 1964				January 1965			
		4th rate	Interval between grades (per-cent)	New 4th rate	Percent of 1961 comparability	Interval between grades (per-cent)	Increase at 4th rate	New 4th rate	Percent of 1961 comparability	Interval between grades (per-cent)	Increase at 4th rate (cumulative)	New 4th rate	Percent of 1961 comparability	Interval between grades (per-cent)	Increase at 4th rate (cumulative)
							Dollars Percent				Dollars Percent				Dollars Percent
GS-1.....	2,133	\$3,500		\$3,540			40 1.1	\$3,580			80 2.3	\$3,620			120 3.4
GS-2.....	35,233	3,815	9.0	3,855		8.9	40 1.0	3,895			80 2.1	3,935			120 3.1
GS-3.....	156,621	4,075	6.8	4,115		6.7	40 1.0	4,155			80 2.0	4,195			120 2.9
GS-4.....	168,343	4,355	6.9	4,530	97.7	10.1	175 4.0	4,595	99.1	10.6	240 5.5	4,635	100	10.5	280 6.4
GS-5.....	122,012	4,840	11.1	5,015	97.0	10.7	175 3.6	5,110	98.8	11.2	270 5.6	5,170	100	11.5	330 6.8
GS-6.....	50,974	5,325	10.0	5,545	96.3	10.6	220 4.1	5,675	98.5	11.1	350 6.6	5,760	100	11.4	435 8.2
GS-7.....	91,436	5,850	9.9	6,095	95.5	9.9	245 5.1	6,265	98.2	10.4	415 7.1	6,380	100	10.8	530 9.1
GS-8.....	24,478	6,380	9.1	6,705	94.9	10.0	325 6.1	6,915	97.9	10.4	535 8.4	7,065	100	10.7	685 10.7
GS-9.....	103,767	6,930	8.6	7,350	94.2	9.6	420 6.1	7,615	97.6	10.1	685 9.9	7,800	100	10.4	870 12.6
GS-10.....	14,864	7,490	8.1	8,025	93.5	9.2	535 7.1	8,350	97.3	9.7	860 11.5	8,580	100	10.0	1,090 14.6
GS-11.....	93,336	8,340	11.3	8,755	92.8	9.1	415 5.0	9,150	97.0	9.6	810 9.7	9,435	100	10.0	1,095 13.1
GS-12.....	67,443	9,735	16.7	10,325	91.3	17.9	590 6.1	10,900	96.4	19.1	1,165 12.0	11,305	100	19.8	1,570 16.1
GS-13.....	45,145	11,415	17.3	12,060	90.0	16.8	645 5.6	12,840	95.8	17.8	1,425 12.5	13,405	100	18.6	1,990 17.4
GS-14.....	20,283	12,990	13.8	13,940	88.6	15.6	950 7.3	14,980	95.2	16.7	1,990 15.3	15,735	100	17.4	2,745 21.1
GS-15.....	9,441	14,705	13.2	15,935	87.1	14.3	1,230 8.4	17,300	94.6	15.5	2,595 17.6	18,285	100	16.2	3,580 24.3
GS-16.....	1,124	16,035	9.0	18,035	85.8	13.2	2,000 12.5	19,770	94.0	14.3	3,735 23.3	21,030	(9)	(9)	21.1
GS-17.....	468	17,310	8.0	20,180	84.3	11.9	2,870 16.6	22,350	93.4	13.1	5,040 29.1	23,930	(9)	13.8	6,620 38.2
GS-18.....	205	18,500		20,315	82.9	10.7	1,815 9.8	22,740	92.8	11.9	4,240 22.9	24,500	(9)	12.6	6,000 32.4
GS-19.....	(9)			22,245	81.5	9.5		25,150	92.2	10.6		27,290	(9)	11.4	
GS-20.....	(9)			23,000	82.1	3.4		26,000	92.9	3.4		28,000	(9)	2.6	
Total.....	1,007,306														

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¹ Rates increased to provide minimum increases of \$40, \$80, and \$120 by January 1963, 1964, and 1965.

² Average increase \$167.

³ Rates derived by internal alignment, not comparability.

⁴ Single rate.

⁵ New.

Classification Act salary schedule, January 1963

	1	2	3	4	5	6	7	8	9	10
GS-1-----	\$3,225	\$3,330	\$3,435	\$3,540	\$3,645	\$3,750	\$3,855	\$3,960	\$4,065	\$4,170
GS-2-----	3,540	3,645	3,750	3,855	3,960	4,065	4,170	4,275	4,380	4,485
GS-3-----	3,800	3,905	4,010	4,115	4,220	4,330	4,455	4,580	4,705	4,830
GS-4-----	4,110	4,250	4,390	4,530	4,670	4,810	4,950	5,090	5,230	5,370
GS-5-----	4,565	4,715	4,865	5,015	5,165	5,315	5,465	5,615	5,765	5,915
GS-6-----	5,035	5,205	5,375	5,545	5,715	5,885	6,055	6,225	6,395	6,565
GS-7-----	5,540	5,725	5,910	6,095	6,280	6,465	6,650	6,835	7,020	7,205
GS-8-----	6,090	6,295	6,500	6,705	6,910	7,115	7,320	7,525	7,730	7,935
GS-9-----	6,675	6,900	7,125	7,350	7,575	7,800	8,025	8,250	8,475	8,700
GS-10-----	7,290	7,535	7,780	8,025	8,270	8,515	8,760	9,005	9,250	9,495
GS-11-----	7,960	8,225	8,490	8,755	9,020	9,285	9,550	9,815	10,080	10,345
GS-12-----	9,380	9,695	10,010	10,325	10,640	10,955	11,270	11,585	11,900	12,215
GS-13-----	10,965	11,330	11,695	12,060	12,425	12,790	13,155	13,520	13,885	14,250
GS-14-----	12,665	13,090	13,515	13,940	14,365	14,790	15,215	15,640	16,065	16,490
GS-15-----	14,495	14,975	15,455	15,935	16,415	16,895	17,375	17,855	18,335	18,815
GS-16-----	16,400	16,945	17,490	18,035	18,580	19,125	19,670			
GS-17-----	18,350	18,960	19,570	20,180						
GS-18-----	20,315									
GS-19-----	22,245									
GS-20-----	23,000									

Classification Act salary schedule, January 1964

	1	2	3	4	5	6	7	8	9	10
GS-1-----	\$3,265	\$3,370	\$3,475	\$3,580	\$3,685	\$3,790	\$3,895	\$4,000	\$4,105	\$4,210
GS-2-----	3,580	3,685	3,790	3,895	4,000	4,105	4,210	4,315	4,420	4,525
GS-3-----	3,840	3,945	4,050	4,155	4,260	4,375	4,500	4,625	4,750	4,875
GS-4-----	4,175	4,315	4,455	4,595	4,735	4,875	5,015	5,155	5,295	5,435
GS-5-----	4,645	4,800	4,955	5,110	5,265	5,420	5,575	5,730	5,885	6,040
GS-6-----	5,165	5,335	5,505	5,675	5,845	6,015	6,185	6,355	6,525	6,695
GS-7-----	5,695	5,885	6,075	6,265	6,455	6,645	6,835	7,025	7,215	7,405
GS-8-----	6,285	6,495	6,705	6,915	7,125	7,335	7,545	7,755	7,965	8,175
GS-9-----	6,925	7,155	7,385	7,615	7,845	8,075	8,305	8,535	8,765	8,995
GS-10-----	7,585	7,840	8,095	8,350	8,605	8,860	9,115	9,370	9,625	9,880
GS-11-----	8,325	8,600	8,875	9,150	9,425	9,700	9,975	10,250	10,525	10,800
GS-12-----	9,910	10,240	10,570	10,900	11,230	11,560	11,890	12,220	12,550	12,880
GS-13-----	11,670	12,060	12,450	12,840	13,230	13,620	14,010	14,400	14,790	15,180
GS-14-----	13,615	14,070	14,525	14,980	15,435	15,890	16,345	16,800	17,255	17,710
GS-15-----	15,725	16,250	16,775	17,300	17,825	18,350	18,875	19,400	19,925	20,450
GS-16-----	17,970	18,570	19,170	19,770	20,370	20,970	21,570			
GS-17-----	20,325	21,000	21,675	22,350						
GS-18-----	22,740									
GS-19-----	25,150									
GS-20-----	26,000									

Classification Act salary schedule, January 1965

	1	2	3	4	5	6	7	8	9	10
GS-1-----	\$3,305	\$3,410	\$3,515	\$3,620	\$3,725	\$3,830	\$3,935	\$4,040	\$4,145	\$4,250
GS-2-----	3,620	3,725	3,830	3,935	4,040	4,145	4,250	4,355	4,460	4,565
GS-3-----	3,880	3,985	4,090	4,195	4,300	4,405	4,525	4,650	4,775	4,900
GS-4-----	4,215	4,355	4,495	4,635	4,775	4,915	5,055	5,195	5,335	5,475
GS-5-----	4,690	4,850	5,010	5,170	5,330	5,490	5,650	5,810	5,970	6,130
GS-6-----	5,235	5,410	5,585	5,760	5,935	6,110	6,285	6,460	6,635	6,810
GS-7-----	5,795	5,990	6,185	6,380	6,575	6,770	6,965	7,160	7,355	7,550
GS-8-----	6,420	6,635	6,850	7,065	7,280	7,495	7,710	7,925	8,140	8,355
GS-9-----	7,095	7,330	7,565	7,800	8,035	8,270	8,505	8,740	8,975	9,210
GS-10-----	7,800	8,060	8,320	8,580	8,840	9,100	9,360	9,620	9,880	10,140
GS-11-----	8,580	8,865	9,150	9,435	9,720	10,005	10,290	10,575	10,860	11,145
GS-12-----	10,270	10,615	10,960	11,305	11,650	11,995	12,340	12,685	13,030	13,375
GS-13-----	12,190	12,595	13,000	13,405	13,810	14,215	14,620	15,025	15,430	15,835
GS-14-----	14,310	14,785	15,260	15,735	16,210	16,685	17,160	17,635	18,110	18,585
GS-15-----	16,620	17,175	17,730	18,285	18,840	19,395	19,950	20,505	21,060	21,615
GS-16-----	19,125	19,760	20,395	21,030	21,665	22,300	22,935			
GS-17-----	21,755	22,480	23,205	23,930						
GS-18-----	24,500									
GS-19-----	27,290									
GS-20-----	28,000									

APPENDIX 2. POSTAL FIELD SERVICE

Analysis of 3-phase salary reform plan for postal field service (based on Bureau of Labor Statistics data, 1961)

Level	Number of employees	Current schedule		January 1963				January 1964				January 1965						
		4th rate	Interval between levels (percent)	New 4th rate	Percent of 1961 comparability	Interval between levels (percent)	Increase at 4th rate		New 4th rate	Percent of 1961 comparability	Interval between levels (percent)	Increases at 4th rate (cumulative)		New 4th rate	Percent of 1961 comparability	Interval between levels (percent)	Increases at 4th rate (cumulative)	
							Dollars	Percent				Dollars	Percent				Dollars	Percent
PFS-1	4,124	\$3,805		\$3,925	96.2		120	3.2	\$4,035	98.8		230	6.0	\$4,080	100		275	7.2
PFS-2	23,601	4,075	7.1	4,245	96.2	8.2	170	4.2	4,365	98.8	8.2	290	7.1	4,415	100	8.2	340	8.0
PFS-3	40,489	4,390	7.7	4,595	96.2	8.2	205	4.7	4,725	98.8	8.2	335	7.6	4,780	100	8.2	390	8.9
PFS-4	377,086	4,825	9.9	4,975	96.2	8.2	150	3.1	5,110	98.8	8.2	285	5.8	5,170	100	8.2	345	7.2
PFS-5	24,671	5,085	5.4	5,385	96.2	8.2	300	5.9	5,530	98.8	8.2	445	8.8	5,595	100	8.2	510	10.1
PFS-6	11,053	5,500	8.2	5,830	96.2	8.2	330	6.0	5,980	98.8	8.2	480	8.7	6,055	100	8.2	555	10.1
PFS-7	17,301	5,925	7.7	6,310	96.2	8.2	385	6.6	6,475	98.8	8.2	550	9.3	6,550	100	8.2	625	10.5
PFS-8	10,464	6,405	8.1	6,830	96.2	8.2	425	6.6	7,005	98.8	8.2	600	9.4	7,085	100	8.2	680	10.6
PFS-9	7,328	6,930	8.2	7,390	96.2	8.2	460	6.6	7,580	98.8	8.2	650	9.4	7,670	100	8.2	740	10.7
PFS-10	3,517	7,590	9.5	7,980	93.8	8.0	390	5.1	8,290	97.5	9.4	700	9.2	8,505	100	10.9	915	12.1
PFS-11	1,846	8,340	9.9	8,755	92.8	9.7	415	5.0	9,150	97.0	10.4	810	9.7	9,435	100	10.9	1,095	13.1
PFS-12	1,930	9,175	10.0	9,605	91.8	9.7	430	4.7	10,100	96.5	10.4	925	10.1	10,465	100	10.9	1,290	14.1
PFS-13	1,029	10,090	10.0	10,535	90.8	9.7	445	4.4	11,155	96.1	10.4	1,065	10.6	11,605	100	10.9	1,515	15.0
PFS-14	704	11,080	9.8	11,500	89.8	9.7	480	4.3	12,315	95.7	10.4	1,235	11.1	12,870	100	10.9	1,790	16.2
PFS-15	315	12,170	9.8	12,680	88.8	9.7	510	4.2	13,595	95.3	10.4	1,425	11.7	14,270	100	10.9	2,100	17.3
PFS-16	147	13,300	9.3	13,910	87.8	9.7	610	4.6	15,010	94.8	10.4	1,710	12.9	15,825	100	10.9	2,525	20.0
PFS-17	38	14,600	9.8	15,260	86.9	9.7	660	4.5	16,570	94.4	10.4	1,970	13.5	17,550	100	10.9	2,950	20.2
PFS-18	12	16,245	11.3	16,740	86.0	9.7	495	3.0	18,290	94.0	10.4	2,045	12.6	19,460	100	10.9	3,215	19.8
PFS-19	3	17,095		18,365	85.1	9.7	1,275	4.2	20,195	93.6	10.4	2,490	14.5	21,580	100	10.9	3,830	22.4
PFS-20	11	17,200		20,180	84.8	9.9	2,150	6.7	22,350	93.4	10.7	2,815	18.2	23,930	100	10.9	4,555	26.5
Total	525,069																	

¹ Average increase \$168.
² Entry rate.
³ 3d rate.

NOTE.—Salary linkage with Classification Act:
PFS-4 = GS-5.
PFS-11 = GS-11.
PFS-20 = GS-17.

Postal field service salary schedule, January 1963

	1	2	3	4	5	6	7	8	9	10	11	12	13
PFS-1.....	\$3,565	\$3,685	\$3,805	\$3,925	\$4,045	\$4,165	\$4,285	\$4,405	\$4,525	\$4,645	\$4,765	\$4,885	\$5,005
PFS-2.....	3,855	3,985	4,115	4,245	4,375	4,505	4,635	4,765	4,895	5,025	5,155	5,285	5,415
PFS-3.....	4,175	4,315	4,455	4,595	4,735	4,875	5,015	5,155	5,295	5,435	5,575	5,715	5,855
PFS-4.....	4,525	4,675	4,825	4,975	5,125	5,275	5,425	5,575	5,725	5,875	6,025	6,175	6,325
PFS-5.....	4,890	5,055	5,220	5,385	5,550	5,715	5,880	6,045	6,210	6,375	6,540	6,705	6,870
PFS-6.....	5,305	5,480	5,655	5,830	6,005	6,180	6,355	6,530	6,705	6,880	7,055	7,230	7,405
PFS-7.....	5,740	5,930	6,120	6,310	6,500	6,690	6,880	7,070	7,260	7,450	7,640		
PFS-8.....	6,215	6,420	6,625	6,830	7,035	7,240	7,445	7,650	7,855	8,060			
PFS-9.....	6,715	6,940	7,165	7,390	7,615	7,840	8,065	8,290	8,515	8,740			
PFS-10.....	7,260	7,500	7,740	7,980	8,220	8,460	8,700	8,940	9,180	9,420			
PFS-11.....	7,960	8,225	8,490	8,755	9,020	9,285	9,550	9,815	10,080	10,345			
PFS-12.....	8,735	9,025	9,315	9,605	9,895	10,185	10,475	10,765	11,055	11,345			
PFS-13.....	9,575	9,895	10,215	10,535	10,855	11,175	11,495	11,815	12,135	12,455			
PFS-14.....	10,510	10,860	11,210	11,560	11,910	12,260	12,610	12,960	13,310	13,660			
PFS-15.....	11,525	11,910	12,295	12,680	13,065	13,450	13,835	14,220	14,605	14,990			
PFS-16.....	12,650	13,070	13,490	13,910	14,330	14,750	15,170	15,590	16,010	16,430			
PFS-17.....	13,880	14,340	14,800	15,260	15,720	16,180	16,640	17,100	17,560	18,020			
PFS-18.....	15,225	15,730	16,235	16,740	17,245	17,750	18,255	18,760	19,265	19,770			
PFS-19.....	16,700	17,255	17,810	18,365	18,920	19,475	20,030						
PFS-20.....	18,350	18,960	19,570	20,180									

Postal field service salary schedule, January 1964

	1	2	3	4	5	6	7	8	9	10	11	12	13
PFS-1.....	\$3,660	\$3,785	\$3,910	\$4,035	\$4,160	\$4,285	\$4,410	\$4,535	\$4,660	\$4,785	\$4,910	\$5,035	\$5,160
PFS-2.....	3,960	4,095	4,230	4,365	4,500	4,635	4,770	4,905	5,040	5,175	5,310	5,445	5,580
PFS-3.....	4,290	4,435	4,580	4,725	4,870	5,015	5,160	5,305	5,450	5,595	5,740	5,885	6,030
PFS-4.....	4,645	4,800	4,955	5,110	5,265	5,420	5,575	5,730	5,885	6,040	6,195	6,350	6,505
PFS-5.....	5,020	5,190	5,360	5,530	5,700	5,870	6,040	6,210	6,380	6,550	6,720	6,890	7,060
PFS-6.....	5,440	5,620	5,800	5,980	6,160	6,340	6,520	6,700	6,880	7,060	7,240	7,420	7,600
PFS-7.....	5,890	6,085	6,280	6,475	6,670	6,865	7,060	7,255	7,450	7,645	7,840		
PFS-8.....	6,375	6,585	6,795	7,005	7,215	7,425	7,635	7,845	8,055	8,265			
PFS-9.....	6,890	7,120	7,350	7,580	7,810	8,040	8,270	8,500	8,730	8,960			
PFS-10.....	7,540	7,790	8,040	8,290	8,540	8,790	9,040	9,290	9,540	9,790			
PFS-11.....	8,325	8,600	8,875	9,150	9,425	9,700	9,975	10,250	10,525	10,800			
PFS-12.....	9,185	9,490	9,795	10,100	10,405	10,710	11,015	11,320	11,625	11,930			
PFS-13.....	10,135	10,475	10,815	11,155	11,495	11,835	12,175	12,515	12,855	13,195			
PFS-14.....	11,190	11,565	11,940	12,315	12,690	13,065	13,440	13,815	14,190	14,565			
PFS-15.....	12,365	12,775	13,185	13,595	14,005	14,415	14,825	15,235	15,645	16,055			
PFS-16.....	13,645	14,100	14,555	15,010	15,465	15,920	16,375	16,830	17,285	17,740			
PFS-17.....	15,070	15,570	16,070	16,570	17,070	17,570	18,070	18,570	19,070	19,570			
PFS-18.....	16,625	17,180	17,735	18,290	18,845	19,400	19,955	20,510	21,065				
PFS-19.....	18,365	18,975	19,585	20,195	20,805	21,415	22,025						
PFS-20.....	20,325	21,000	21,675	22,350									

Postal field service salary schedule, January 1965

	1	2	3	4	5	6	7	8	9	10	11	12	13
PFS-1-----	\$3,705	\$3,830	\$3,955	\$4,080	\$4,205	\$4,330	\$4,455	\$4,580	\$4,705	\$4,830	\$4,955	\$5,080	\$5,205
PFS-2-----	4,010	4,145	4,280	4,415	4,550	4,685	4,820	4,955	5,090	5,225	5,360	5,495	5,630
PFS-3-----	4,345	4,490	4,635	4,780	4,925	5,070	5,215	5,360	5,505	5,650	5,795	5,940	6,085
PFS-4-----	4,690	4,850	5,010	5,170	5,330	5,490	5,650	5,810	5,970	6,130	6,290	6,450	6,610
PFS-5-----	5,085	5,255	5,425	5,595	5,765	5,935	6,105	6,275	6,445	6,615	6,785	6,955	7,125
PFS-6-----	5,500	5,685	5,870	6,055	6,240	6,425	6,610	6,795	6,980	7,165	7,350	7,535	7,720
PFS-7-----	5,950	6,150	6,350	6,550	6,750	6,950	7,150	7,350	7,550	7,750	7,950		
PFS-8-----	6,440	6,655	6,870	7,085	7,300	7,515	7,730	7,945	8,160	8,375			
PFS-9-----	6,965	7,200	7,435	7,670	7,905	8,140	8,375	8,610	8,845	9,080			
PFS-10-----	7,725	7,985	8,245	8,505	8,765	9,025	9,285	9,545	9,805	10,065			
PFS-11-----	8,580	8,865	9,150	9,435	9,720	10,005	10,290	10,575	10,860	11,145			
PFS-12-----	9,520	9,835	10,150	10,465	10,780	11,095	11,410	11,725	12,040	12,355			
PFS-13-----	10,555	10,905	11,255	11,605	11,955	12,305	12,655	13,005	13,355	13,705			
PFS-14-----	11,700	12,090	12,480	12,870	13,260	13,650	14,040	14,430	14,820	15,210			
PFS-15-----	12,980	13,410	13,840	14,270	14,700	15,130	15,560	15,990	16,420	16,850			
PFS-16-----	14,400	14,875	15,350	15,825	16,300	16,775	17,250	17,725	18,200	18,675			
PFS-17-----	15,960	16,490	17,020	17,550	18,080	18,610	19,140	19,670	20,200	20,730			
PFS-18-----	17,690	18,280	18,870	19,460	20,050	20,640	21,230	21,820	22,410	23,000			
PFS-19-----	19,615	20,270	20,925	21,580	22,235	22,890	23,545						
PFS-20-----	21,755	22,480	23,205	23,930									

REFORM OF FEDERAL STATUTORY SALARY SYSTEMS

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APPENDIX 3. EXAMPLES OF STATE, LOCAL GOVERNMENT,
AND UNIVERSITY SALARIES

Salary rates for elected and appointed officials, New York State government

Governor.....	\$50,000
Department, Audit of Control.....	30,000
Department, Law.....	30,000
Commissioner, agriculture and markets.....	27,500
Commissioner, commerce.....	27,500
Commissioner, conservation.....	27,500
Commissioner, correction.....	27,500
Commissioner, education.....	27,500
Commissioner, health.....	27,500
Commissioner, industry.....	27,500
Commissioner, mental hygiene.....	27,500
Commissioner, motor vehicles.....	27,500
Commissioner, social welfare.....	27,500
Commissioner, taxation of finance.....	27,500
Commissioner, civil service.....	27,500
Superintendent, banks.....	27,500
President, State university.....	27,500
Superintendent, insurance.....	27,500
Chairman, public service.....	27,500
Superintendent, public works.....	27,500
Secretary of the State.....	27,500
President, Tax Commission.....	27,500
Secretary to the Governor.....	27,500
Director of the budget.....	27,500
Counsel to the Governor.....	27,500
Other department heads and board members.....	\$17,500- 26,000

Salaries of school superintendents and city managers

School superintendents:	Rate
Chicago, Ill.....	\$40,000
New York City, N.Y.....	37,500
Los Angeles, Calif.....	38,000
Dallas, Tex.....	30,000
Detroit, Mich.....	30,000
Long Beach, Calif.....	29,000
San Francisco, Calif.....	29,000
Minneapolis, Minn.....	28,000
Philadelphia, Pa.....	26,000
Milwaukee, Wis.....	26,000
Akron, Ohio.....	25,000
Fort Wayne, Ind.....	25,000
Houston, Tex.....	25,000
Tucson, Ariz.....	23,950
Richmond, Va.....	23,100
City managers:	
Cincinnati, Ohio.....	30,000
Norfolk, Va.....	30,000
San Diego, Calif.....	28,000
Richmond, Va.....	25,300
Oakland, Calif.....	25,000
Dallas, Tex.....	24,808
Kansas City, Mo.....	24,000
Des Moines, Iowa.....	21,000

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Top career salary rates, State and local governments

States:	Top rate or range
California	\$16,860-\$20,484
Georgia	16,740- 22,020
Illinois	16,500- 20,040
Michigan	25,348- 29,754
New York	18,630- 22,627
Ohio	15,840- 18,720
Pennsylvania	16,170- 21,672
Localities:	
Los Angeles County, Calif	31,700
Los Angeles (City), Calif	23,028- 28,692
Denver, Colo	16,800- 21,876
Detroit, Mich	18,531- 20,506
St. Louis, Mo	20,790- 24,999
San Francisco, Calif	22,572- 27,444
Philadelphia, Pa	23,079

SALARIES OF COLLEGE PRESIDENTS AND FACULTIES

According to a survey conducted by the National Education Association in 1961-62, covering 897 educational institutions:

2 college presidents were paid	\$45,000 or more
81 college presidents were paid	25,000 or more
228 college presidents were paid	18,500 or more
31 college vice presidents were paid	25,000 or more
105 college vice presidents were paid	18,500 or more
628 professors were paid	18,000 or more
2,422 professors were paid	15,000 or more

NOTE.—Revised March 1962 to show 1961-62 survey results.

